

NATIONAL ANTI-DRUG STRATEGY

Since 1987, Canada has had a Drug Strategy, which covers: Supply reduction, Demand reduction, Control measures, Institutional framework, Budget and an Evaluation system.

Although Canada's Drug Strategy is not legislated, a number of distinct pieces of legislation guide the efforts of the Strategy: International conventions, the Controlled Drugs and Substances Act, proceeds of crime legislation, and the Criminal Code and provincial laws surrounding impaired driving and legal drinking ages contribute to the legal framework for Canada's Drug Strategy.

Health Canada, as the central coordinating authority, is charged with coordinating the overall strategy. Canada has to work closely with other federal government departments, provincial/territorial governments, non-governmental organizations, the enforcement community, health professionals, and other stakeholders. For its coordination role with respect to alcohol and other drugs, Health Canada does not have a dedicated source of funding.

The United Nations Conventions of 1988, 1971 and 1961 and also the Inter-American Convention on Mutual Assistance in Criminal Matters have been ratified. It has signed the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials, and CICAD notes that Canada ratified the Inter-American Convention Against Corruption in June 2000.

National laws and regulations with respect to chemical substances, money laundering and firearms, ammunition and explosives are in place, and it is noted that these legislations take into account CICAD's Model Regulations.

An integrated system for the collection and maintenance of statistics and documents has been established. It also separately collects documents and statistics on Demand Reduction, Supply Reduction, Control Measures and the Societal Impact of Illicit Drugs.

Recommendation

1. **Ratify the Inter-American Convention Against the Illicit Manufacturing of Trafficking in Firearms, Ammunition, Explosives and Other Related Materials.**

DEMAND REDUCTION

Canada's drug policy recognizes and addresses substance abuse as a health issue, rather than a criminal issue, and as a result, it places a high priority on demand reduction. Its programs appear to be specifically tailored to address the needs of key sectors of the population and it is noted that a partnership among Federal, Provincial, Territorial Governments and NGO's is vital to the success of these programs. The country plays a leading role in international organizations and activities, including assistance to other nations in the Hemisphere. CICAD believes that Canada's experience could be very useful to further the efforts of other countries.

Canada's national drug strategy emphasizes demand reduction. Prevention programming is comprehensive and includes mechanisms such as public awareness campaigns, school based programs, educational resources, training of service providers, early intervention initiatives, parenting programs, and specialized programs to prevent the adverse consequences of alcohol and other drug use. It has specific prevention programs that target the individual, family, and community and are aimed at serving several key population groups, including pregnant women and indigenous people.

Canada notes that its police are highly involved in delivering prevention programs in their respective communities. For example, police regularly disseminate information on drug abuse to youth, parents, employers, and community organizations, as well as refer people with drug problems to local treatment facilities or social services agencies. There are extensive "Employee Assistance Programs" (EAP) in Canada staffed by persons who have received special training with regard to alcohol and other drug use issues. The Royal Canadian Mounted Police (RCMP) provides a "Drugs in the Workplace" program to both the public and the private sectors upon request.

The United Nations Declaration on the Guiding Principles of Drug Demand Reduction and its Plan of Action have been adopted.

Guidelines on minimum standards of care for drug treatment at the Federal and Provincial levels are established and include: functions, objectives and organization of the program; program operation policy, which includes personnel selection or job description; patient's rights; safety regulations; quality assurance mechanisms; an elective or emergency system; and a registration mechanism.

There are wide-ranging services that include detoxification services, early detection and outreach, patient evaluation and reference, basic therapy and case management, treatment, after-care, and clinical monitoring. There are also outpatient services, as well as provisions for day center treatment, hospitalization

treatment, and short/long term residential treatment. Canada currently has one drug treatment court in Toronto where eligible persons accused of drug-related crimes are offered an intensive and coordinated combination of judicial supervision, multi-phased treatment for their dependency, and a range of other services and supports. Canada notes that its “Drug Court Program” is currently being evaluated and that the preliminary results of the evaluation are promising. National expansion of this program will be dependent on the results of this trial program.

The majority of alcohol and other drug treatment and rehabilitation programs and services in Canada fall under Federal, Provincial and Territorial jurisdiction. The provinces and territories are responsible for the direct provision of health programs and services to Canadians. The federal government, however, is responsible for providing direct funding for treatment and rehabilitation services in certain cases, such as: for persons serving a term in a federal penitentiary; First Nations and Inuit peoples; as well as members of the Royal Canadian Mounted Police and members of the Canadian Armed Forces. Health Canada also provides funding to provincial and territorial governments, through the Alcohol and Drug Treatment and Rehabilitation Program, so that they can, in turn, enhance accessibility to effective treatment and rehabilitation programs within their jurisdictions.

Professional specialized training has been incorporated into to Canada’s post-secondary educational system for both prevention and treatment of substance abuse. These programs are accessible throughout the country.

Canada has a regular survey of drug use in the general population, which tends to place more emphasis on drug prevalence. Two comprehensive national surveys on alcohol and other drugs have been conducted. Provincial students surveys indicate that the average age of first use of illegal drugs (Cannabis) is age 14, for both males and females while for alcohol the average age of first use is 12, for both males and females. No information is provided for other substances, while the annual incidence of new drug users is available only for the student population in Ontario. It is noted that Canada is conducting a National Longitudinal Survey of Children and Youth (NLSCY). This Longitudinal Survey will provide among other things information on age of first use of drugs and will allow Canada to determine the incidence of new drug users annually.

The country has conducted research on prevention and drug use and evaluation on prevention programs at both Federal and Provincial levels. Studies have been conducted to evaluate various treatment and rehabilitation programs and modalities in order to assess their effectiveness at Federal and Territorial levels. Two publications on substance abuse treatment and rehabilitation have been released, while efforts to enhance program evaluation are underway in most regions. Surveys on treatment and rehabilitation programs have been conducted.

Recommendations

1. Determine the average age of the first use of drugs other than Cannabis and Alcohol.
2. Determine the annual incidence of new drug users nationally.
3. Continue the evaluation of the Drug Court Program.
4. Develop a national monitoring center on drug abuse in order to gather Information on Federal, Territorial, Provincial and Municipal levels, including information about NGO-administered programs.
5. Continue to provide assistance to other countries with respect to drug efforts.

SUPPLY REDUCTION

Canada estimates the annual production of cannabis to be at least 800 tons (metric tons). This represents a harvest of between 4.7 and 5 million plants. It states that it has no mechanism for estimating the area of illicit crops, given the vastness of the country and the fact that cannabis is grown among other crops.

Although the country explains what obstacles hinder the monitoring of cannabis crop acreage, its eradication and seizure activities should continue.

Fifty percent of the marijuana available on the local market is produced in Canada. Canadian police forces, including the RCMP and provincial and municipal forces, have been implementing manual eradication strategies, under which 1,304,477 plants, with a potential output of 220 tonnes, were destroyed in 1999. This represents 20% of estimated production.

Synthetic drugs such as PCP and MDA are produced in Canada. The country removed small amounts from production last year and destroyed 15 processing laboratories.

Canada's Controlled Drugs and Substances Act (CDSA) covers only some of the substances listed in Table 1 of the Vienna Convention. Some of the controls and cooperation programs, for both Table 1 and Table 2, are executed by the Office of Controlled Substances of Health Canada, the Royal Canadian Mounted Police, and the Department of Foreign Affairs and International Trade. There is, at the present time, no agency assuming all the responsibilities for the control of chemical substances. However, the Office of Controlled Substances of Health Canada will

assume this role when regulations for the control of precursor chemicals are promulgated under the CDSA. The act and regulations will give authority for effective international information exchanges.

Estimates of annual needs for pharmaceuticals are based on INCB (International Narcotics Control Board) guidelines.

Health Canada, in coordination with provincial and territorial authorities, is responsible for regulating those professions involved in the use of pharmaceuticals, such as physicians, dentists, veterinarians, and pharmacists.

There are mechanisms for exchanging operational information on controlled substances at the national level. This is the responsibility of Health Canada, which chairs several committees to coordinate implementation of the Controlled Drugs and Substances Act.

There are penal and administrative sanctions for pharmaceuticals, but not for controlled chemical substances. In 1999, according to preliminary data, 249 penal sanctions and 40 administrative sanctions were imposed. The country also reports a wide variety of seizures of pharmaceuticals.

In terms of the Anti-drug Strategy in the Hemisphere, Canada's Controlled Drugs and Substances Act (CDSA) provides an adequate infrastructure for managing controlled substances, but corresponding regulations have yet to be developed for the control of chemical precursors.

There is no mechanism for pre-export notifications that is consistent with the provisions of Article 12 of the Vienna Convention.

Recommendations

1. **Develop systems to estimate and monitor cannabis cultivation**
2. **Continue the destruction of synthetic drug processing facilities.**
3. **Apply the 1988 Vienna Convention consistent with provisions of Article 12.**
4. **Develop regulations for the control of chemical precursors.**

CONTROL MEASURES

There are, in Canada, judicial, administrative, and law enforcement agencies specifically responsible for investigating, controlling, and/or eliminating illicit drug trafficking. In the area of law enforcement, there is a federal department responsible for policing (the Department of the Solicitor General), as well as provincial departments responsible for public security. There are some 250 bodies representing aboriginal, municipal, regional, and provincial police forces, and one national police force, the Royal Canadian Mounted Police (RCMP), as well as a national customs agency (the Canadian Customs and Revenue Agency). The RCMP conducts law enforcement locally and nationally. While it does not have the authority to conduct investigations abroad, it does maintain a presence internationally via Liaison Offices at 21 Canadian diplomatic missions. The Department of Justice is responsible for legal advisory services to the federal government. The Attorney General of Canada, who is also the Minister of Justice, is responsible for the prosecution of drug-related offences in most jurisdictions.

Centralized agencies exist for coordination, cooperation, and timely exchanges of information between countries in accordance with international agreements. Those agencies have been identified as the International Assistance Group (IAG) and the Office of Controlled Substances.

In 1999, Canada reports that 19,622 drug seizure operations were undertaken by law enforcement agencies. Seizures included the following quantities:

Type of Drug	Units	Quantity
Opium	kg	57
Heroin	kg	88
Cocaine Base	kg	1,116
Cannabis	plants	1,304,477
Leaf Cannabis (grass)	kg	41,541
Cannabis Resin (hashish)	kg	6,477
Hashish Oil (liquid cannabis)	kg	434
Synthetic Narcotics	kg	1
Morphine	(Tabs/Caps)	1,826

Data is not available on the number of persons charged for drug trafficking during the last year, but the country reported 5,075 persons were arrested and 3,510 were convicted. The country reports that 8 formal requests under international assistance agreements were made for international cooperation to investigate and prosecute illicit drug trafficking. Canada responded to 17 requests during the period. These

formal requests are in addition to several hundred police to police requests concerning complex drug investigations.

Canada has criminalized through its laws and regulations the illicit manufacture of and trafficking of firearms, ammunition, explosives, and other related materials. Provisions exist for the establishment of administrative control measures to prevent these offenses and for the freezing or seizure and confiscation or forfeiture of firearms.

Canada reports that control measures, laws, and regulations in this area do exist. Canada is signatory to the OAS Convention on this subject which is now in the process of ratification. Other actions demonstrate Canada's commitment to this process both nationally and internationally.

Mechanisms and/or authorities are in existence that maintain a record by date, classification, description and numbers of manufacture, importation, exportation, and in-transit of firearms, ammunition, explosives, and other materials. Mechanisms are being implemented to ensure that importing or in-transit countries issue the necessary licenses or authorizations for release for export of firearms, ammunition, and other related materials. There are mechanisms that facilitate interagency coordination and information exchanges at the national level, as well as among states, concerning the movement of firearms, ammunition, and other materials. The mechanisms are to be found in the offices of chief firearms officers, the firearms registry (RCMP), and the Export Control Division of the Department of Foreign Affairs and International Trade.

The Government of Canada has reported that data on the number of persons charged and convicted for the illicit manufacture of and trafficking in firearms, ammunition, explosives, and other materials related is not as yet available. Data is not available on the number of seizure operations undertaken by law enforcement agencies in respect of these items. The country reports that 3,855 firearms were seized or forfeited and 28,515 items of ammunition, explosives and other related materials were seized during the period of last year. The government of Canada has noted that although the number of weapon seizures is available, it is not always possible to identify whether or not seizures were related to drug trafficking.

Money laundering is criminalized under Canada's federal laws and administrative controls exist to prevent money laundering through the offices of the Superintendent of Financial Institutions. National laws authorize the freezing and seizure of assets related to money laundering. There is a central agency responsible for receiving, requesting, authorizing, or disseminating to competent authorities disclosures on financial transactions, and for facilitating information exchange and operational collaboration. New legislation was adopted on June 29, 2000, and the

Financial Transactions Reports and Analysis Center of Canada were created for this purpose. Beginning in 2001, financial institutions and other concerned entities have an obligation to report suspicious transactions to the Centre. Guidelines are in existence for federally regulated institutions receiving deposits to assist in detecting money laundering transactions. Federal institutions are mandated to comply with other control measures.

The origins of seized items connected to drug trafficking and the routing employed in the diversion of materials have been identified.

Data is unavailable on the number of persons arrested and convicted for money laundering offenses, but 595 persons were charged for such offenses. The Government is also unable to provide specific data on the number of administrative or regulatory sanctions applied by supervisory agencies to financial institutions or judicial sanctions similarly imposed for failure to report suspicious transactions or to comply with money laundering controls.

Requests have been made by Canada during the year for international cooperation to investigate and prosecute money laundering, and relevant data on requests made and replies received has been made available.

Recommendations

1. **Continue to establish mechanisms that ensure that importing or in-transit countries issue the necessary licenses or authorizations for release for export of firearms, ammunition, and other materials.**
2. **Establish a mechanism to positively identify weapons seized in relation to drug trafficking.**
3. **Establish mechanisms to provide specific data on the number of administrative or regulatory sanctions applied by supervisory agencies to financial institutions or judicial sanctions.**
4. **Create a mechanism to register and/or data bank to identify the number of individuals charged and convicted for crimes related to drug trafficking**

HUMAN, SOCIAL AND ECONOMIC COST OF DRUGS

Canada's effort in addressing the requirements of this indicator is acknowledged. There is a system in place to estimate the human, social, and economic cost of the drug problem and estimates were provided.

Canada has indicated its willingness to share its knowledge of methodologies to estimate social cost with CICAD.

SUMMARY OF RECOMMENDATIONS

CICAD believes that Canada's anti-drug effort be strengthened by addressing the following recommendations:

1. Ratify the Inter-American Convention Against the Illicit Manufacturing of and Trafficking in Firearms, Ammunition, Explosives and Other Related Materials.
2. Determine the average age of the first time use of drugs other than Cannabis and Alcohol.
3. Determine the annual incidence of new drug users nationally.
4. Continue the evaluation of the Drug Court Program.
5. Develop a national monitoring center on drug abuse in order to gather information on Federal, Territorial, Provincial and Municipal levels, including information about NGO-administered programs.
6. Continue to provide assistance to other countries with respect to drug efforts.
7. Develop systems to estimate and monitor cannabis cultivation.
8. Continue the destruction of synthetic drug processing facilities.
9. Apply the 1988 Vienna Convention consistent with provisions of Article 12.
10. Develop regulations for the control of chemical precursors.
11. Continue to establish mechanisms that ensure that importing or in-transit countries issue the necessary licenses or authorizations for release for export of firearms, ammunition, and other related materials.
12. Establish a mechanism to positively identify weapons seized in relation to drug trafficking.
13. Establish mechanisms to provide specific data on the number of administrative or regulatory sanctions applied by supervisory agencies to financial institutions or judicial sanctions.
14. Create a mechanism to register and/or data bank to identify the number of individuals charged and convicted for crimes related to drug trafficking.